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ABSTRACT

A historical baseline report on the Edgewood Independent School District of San Antonio, Texas, was prepared by external evaluators to give direction to the coming evaluation of a National Institute of Education (NIE) Experimental Schools (ES) Program, designed to raise pupil achievement through improved administration and instruction, coupled with high community/parental involvement. The San Antonio, Texas school district, with 90% Mexican American students, was found to be one of the economically poorest in the state. After failure to consolidate with a more affluent district, EISD, under pressure from voters, students, and school personnel who were dissatisfied with inequitable educational opportunities, changes, and facilities, was awarded a grant for the ES Project in 1972. A major hypothesis to be tested was described as "the characteristics and effects of holistic change strategies". Six school sites were chosen, and staff development, planning activities, and curriculum investigations were begun. Four generic areas for further investigation were identified: educational change, socio-economic factors, parental involvement, and fiscal patterns. Finally, negotiation was begun with NIE on the evaluation research design, instrumentation, and reporting systems. (Author/JD)

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A Historical Baseline Of The Edgewood Independent School District

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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November 20, 1972

Dr. Ray Coward
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Dear Ray:

I am pleased to submit herewith a copy of the Historical Baseline report.

This report describes some of the historical antecedents prior to the inception of the Edgewood Schools Plan such as an overview and description of the Edgewood Independent School District (EISD) system and community, the social and political organization, relationship between EISD and other institutions and EISD finances.

I am sure you will find this report of timely interest.

Sincerely,

Robert A. Cervantes

/mlm

enc.

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ABSTRACT

The Edgewood Independent School District (EISD) was awarded a grant for an innovative school plan by the National Institute of Education's Experimental School Program in 1972. The district proposed to develop a relevant, compatible program designed to raise pupil achievement through improved administration and instruction coupled with high community/parental involvement. Both internal (formative) and external (summative) evaluations were set up, concomitant to program initiation. This historical baseline report was prepared by the external evaluators to give direction to the coming research.

EISD, located in the City of San Antonio, Bexar County, in upper South Texas, was de facto segregated with 90% of the population Mexican American. It was one of the economically poorest in the state. It's curricula had been traditional, the board only recently modified somewhat from conservative philosophy, and its facilities were, for the most part, badly in need of renovation or reconstruction. The district had tried to force consolidation with the more affluent San Antonio Independent School District, but had failed. A famous legal battle, the Rodriguez case, had been fought into the U.S. Supreme Court to require equalized state funding of schools. The community had also won a court case that stopped federal construction of further low cost housing in the area because of the overcrowded conditions in the schools. Despite these signs of an aroused community, voting turnout generally remained quite low.

Students had recently voiced, through a boycott, great dissatisfaction with their education. Subsequently, some changes were made in curricula, teaching, and administration. The superintendent and later the acting superintendent resigned, and a new one hired. Increased federal funding and further curricular changes occurred. Model Cities aided with building renovation and construction and paid the costs of a bilingual early childhood program.

Through the report period, gradual improvements in property tax assessments occurred (the local percentage share was unchanged), the state's funding raised (but stayed from 66 to 68% of the total), and the federal government's contributions went from about 20% to nearly 23% of the total funds expended by EISD. Per capita costs increased from $380.06 to $538.65 but it still remained one of the lower in the county. Bonded indebtedness and tax rates continued to be among the smallest in the area. Average daily attendance, 91 to 93%, continued to be a problem but was not greatly different from other districts its size. Personnnel-pupil ratios were high; teacher salaries were fixed at the state minimum; non-degreed and non-certified teachers made up too large a portion of the staff. Teacher turnover was very high.

One high, one middle, and four experimental school sites were chosen. Staff development, planning activities, and curriculum investigation were begun. The external evaluation cited four primary areas of probable fruitful research: educational change, socio-economic factors, parental involvement, and fiscal patterns. Negotiation was begun with the National Institute of Education on the evaluation research design, instrumentation, and reporting systems.

CHAPTER ONE: INTRODUCTION

The Experimental Schools Program (ESP) represented a substantial commitment of funds and technical resources by the National Institute of Education to the challenge of improving the quality of education in the nation's schools. ESP was born out of President Nixon's Message on Educational Reform (March 1970) in which he designated ESP to provide a "bridge between basic educational research and actual school practices." The provision of long term funding to selected school districts to develop and test alternative educational modes was a unique opportunity for the educational community to contribute substantially to the current state of the art.

Many educational innovations have failed to produce tangible results in the school systems. Traditionally, the problem solving approaches selected for adoption have focused on one or two components of the educational system, e.g., staff or curriculum development. This piecemeal approach has been inadequate for resolving contemporary difficulties and has been criticized by educational researchers and practioners. The basic premise of ESP was that superior results would be obtained through the use of comprehensive change strategies which addressed themselves to the total educational system and implementation treatments within the whole system. The characteristics and effects of holistic change strategies represented one of the major hypotheses to be tested by ESP.

The initial selection round conducted by the National Institute of Education/Office of Experimental Schools (NIE/OES) during December, 1970, led to the funding of three school districts: Berkeley Unified School District, Berkeley, California; Franklin Pierce School District, Pierce County, Washington; and the Minneapolis Public Schools, Minneapolis, Minnesota. A second round of competition was conducted during March, 1971. Other projects were selected and made operational in September, 1972, including the Edgewood Independent School District, San Antonio, Texas; and School District of Greenville County, Greenville, South Carolina. In addition, ten rural sites and three street academy projects were funded.

An integral part of the ESP concept was the documentation and evaluation of the activities of each of the experimental school projects. The initial version of the evaluation consisted of a levels design. The first level (Level I) was the internal evaluation unit for the project and provided information to local project decision makers. The role of Level I was essentially formative. At the second level (Level II), an independent contractor, also specific to an individual

experimental school project, carried out primarily a summative evaluation of the program. This level provided information to the national educational community and to federal program policy makers. The third level of evaluation (Level III), was intended to conduct a meta-evaluation of project sites and Level II evaluation units across the nation.

The National Institute of Education advocated the utilization of comprehensive change strategies in the experimental school sites, to be paralleled with an equally comprehensive evaluation effort. This report is an initial investigation of the Edgewood school district to provide a basis for conceptualizing the evaluation of the Edgewood ESP and identifying variables for future study.

One of the initial tasks required of Level II contractors was the description of relevant social, economic, and political antecedents to the Experimental Schools Program in respective school districts. This initial search was to describe the historical context for the adoption of the ESP and identify relevant conditions leading to the school district's decision to compete for NIE funding.

This document, then, is a description of the Edgewood Independent School District and its community from about 1966 to the funding of the Experimental Schools Project in 1972. It traces through three administrations. The district does not exist independently from other forces or dynamics in the larger society. As such, it is necessary to understand the history of the school district, the problems it has experienced, the successes it has achieved, and its relationship with other institutions.

The historical baseline could have several uses:

- Provide a basis for conceptualizing the nature of the Edgewood Experimental Schools Program.
- Provide one basis for the selection of dimensions and variables for future investigation.
- Establish a baseline for the long-range documentation of the Experimental Schools Program.
- Begin to identify useful sources of data within the school district.

No formal agreements for the collection of information by Level II had been formalized with EISD or ESP at the time this report was compiled. Thus the amount of information directly accessible from the school district was limited. The information gathered was mostly secondary and was derived from the 1970 census data for the City of San Antonio, archival records, federal and municipal reports, and interviews with school district and community persons. While great care was taken in the compilation and interpretation of the material, subsequent data and events could alter the conclusions drawn.

CHAPTER TWO: OVERVIEW

The City of San Antonio, Bexar County, in upper South Texas, had been one of the fastest growth areas of the nation: 253,854 in 1940 to an approximated 654,000 in 1970. This latter was 52% Mexican Americans, 8% Blacks, and 40% Anglos and others. A large proportion of the Mexican Americans resides on the west side of the city, site of the present study. (35, 36)

San Antonio's economic base was business, the military, and health services, with a relatively low industrial component. It has frequently experienced high unemployment, compounded by a low skill immigration from Mexico and the rural areas of the rest of South Texas, into an economy primarily based on technical and professional occupations. While all the school districts have suffered from these factors, the Edgewood area has been the hardest hit, since it houses most newcomers and many of the low skill work force.

Edgewood Independent School District

The Edgewood Independent School District (EISD) was a de facto segregated school district located on the West side of San Antonio. Its 1970 population was 73,000, of which approximately 90% was Mexican American. (35)

The district is characterized by high unemployment and extreme poverty conditions even for San Antonio, The long historical experience of political, educational, and economic depression has had its effect, not only on the residents of the Edgewood area, but on the school district as well. EISD had one of Texas' four lowest tax bases and also ranked as one of the poorest financed school districts in the nation. (5)

During the past decade, the district evolved through several phases and underwent substantial changes in leadership, organization, and educational priorities. These phases were important in understanding, one, the problems and needs of the district, and two, the historical context for the adoption of the Experimental Schools Program.

EISD Consolidation Efforts

The most pressing problem of EISD had been insufficient funds for buildings, maintenance, and operation. Edgewood relied heavily on state money, disbursed to local districts primarily on the basis of average daily attendance, and these funds provided for only a minimum of those needed to operate a district. The remaining costs were obtained primarily through local property taxes and since the Edgewood tax base was extremely low, little money was available for buildings or the kind of programs that

would improve pupils' learning. (See Chapter VII for detailed funding information.) While additional funds, through grants, could have been obtained from state and federal sources, the low economic and political power nearly precluded the use of these resources.

An effort was made by the Edgewood Board of Education in 1966 and 1967 to consolidate with the somewhat more affluent San Antonio Independent School District (SAISD). A written proposal was sent to the SAISD board president by Edgewood's board president, outlining an approach for merger. (18) Because of Edgewood's serious financial problems, the prospect was not considered advantageous by SAISD. This initial attempt at school district consolidation was followed by other equally unsuccessful attempts. A petition was filed by several Edgewood residents in 1971 requesting permission from the U.S. District Court to have the Texas Commissioner of Education's ruling forcing the merger of the San Felipe and Del Rio School Districts in West Texas (subsequently upheld by the U.S. District Court). A favorable decision by the District Count might have expedited the consolidation of EISD and SAISD. However, the request was denied. (28)

EISD Student Boycott

The year 1968 was important in the history and evolution of the Edgewood district. Determined and vocal efforts were made by students and parents to seek fundamental changes and improvements in the educational system. The year was punctuated by conflict, controversy, and change. Leaders emerged to direct student activism and protest. Parents supported a classroom walkout of approximately 400 students on May 14, 1968, and joined them in their march to the district administrative offices. (19, 29)

A statement of grievances presented by the Edgewood high school students to the Board of Education on May 27, 1968. This statement included concerns about inappropriate discipline, inadequate restroom supplies, the low number of qualified teachers, and insufficient resources and facilities for academic courses. Students requested that the Student Council be recognized as the voice of the student body, that a grievance committee be formed, and that no punitive action be taken against students and teachers participating in the movement. Furthermore, students requested "the right to comment on any school policy or policies felt to be detrimental to the student body without fear of being silenced, ignored, or reproved." (8)

Issues such as administrative actions against sympathetic teachers were brought to public attention as a result of the momentum engendered by the student-parent protests. A court order was obtained restraining two Edgewood high school teachers from being on school property. This legal action was in response to their

open support and participation in the student walkout. Although the student protest movement in itself was not effective in changing the structure of the Edgewood system, it did serve as a catalyst for further community action. (30, 40)

School District Reorganization

A few months after the student walkout in Edgewood, a controversy erupted over a one thousand dollar salary increase for the district superintendent. He was challenged by community representatives to justify the salary increase before a special board meeting. Additionally, the superintendent was asked to justify the employment of his wife as a librarian and his daughter as a library aide within the Edgewood district. (4, 8)

The controversy concerning the policies and practices of the superintendent persisted throughout 1968. After serving 13 years, he resigned on November 8, 1968. (4)

An acting superintendent was appointed by the board following the resignation. The controversy continued during the seven month tenure of the acting superintendent. He and the district were charged with discriminatory hiring practices by the American G.I. Forum, alleging that qualified Mexican American professionals were not being employed. On the other hand, considerable community protest was generated after two EISD administrators were denied summer jobs because they did not have spanish surnames and were not bilingual. On May 1, 1969, the acting superintendent requested a thirty day leave of absence and indicated to the Edgewood school board that he would resign if ethnicity were a necessary consideration when recommending administrative appointments. He subsequently did resign and continued to work within the district in another administrative capacity. (5, 21)

A new superintendent was appointed by the board on June 1, 1969. The appointee was a former chairman of the Department of Education at a local university and had experience in administration, research, and evaluation within a regional educational laboratory in Austin, Texas. (21)

During his first months in office, the new superintendent identified three areas for immediate improvement:

- Staff development
- Design of curricula for Mexican American children
- Increased parental participation in educational planning and implementation

The administration of the district was decentralized by the new superintendent with the addition of three assistant superintendents to oversee various facets of the school operation. The revised organizational system channeled information, requests, and reports

to the assistant superintendents rather than directly to the superintendent, as had been the case formerly. (4) During this initial period, three top administrative positions were vacated and filled by Mexican American personnel.

The appointment of the new superintendent introduced management and organizational changes within the district and placed an emphasis on improving the quality of education for Mexican American children. One of the first tasks to be undertaken was that of increasing the financial basis for operations and better fiscal control. The first of these led to lengthy court battles and is still effecting school finance thinking.

EISD Litigation

The case of Demetrio Rodriguez et al vs the San Antonio Independent School District et al represented a landmark in attempts to bring about equality of educational opportunity for children in low tax base districts. The case was brought to the courts through the efforts and leadership of Edgewood parents and other residents in 1968. (38)

The suit sought an injunction to restrain the application of a state statute establishing property taxes as an important of school revenues. Plaintiffs argued that the state law violated the guarantees of the Fourteenth Amendment of the United States Constitution, pointing out that as the percentage of poor children, in this case Mexican Americans, enrolled in a school district decreased, the amount spent for education increased. The quality of education thus became a function of wealth and consequently, violated the equal protection clause. An important part of the argument was that equal education was guaranteed in the Constitution. After several hearings and appeals, the U.S. Supreme Court ruled the claims invalid on their basis of constitutionally guaranteed equal education. The court noted its sympathy with the purpose of the suit but called attention to the fact that the Constitution did not guarantee education, much less equal education. Subsequent efforts at remedying the financial crisis, such as state funding legislation, have failed but are becoming more viable as the finances of other districts in the state reach disastrously low levels.

Another serious problem encountered by EISD during 1969 was overcrowded school plants and facilities. Increased enrollment had placed tremendous demands on existing school plants. During this same period various federal poverty programs were planning to build additional single and multiple family housing units within the district. Edgewood administrators and board members strongly opposed the construction of these units, arguing that the influx of new families with children would further overburden the schools. During February of 1970 the Mexican American Legal Defense and Educational Fund filed a suit against the Department

of Housing and Urban Development on behalf of Edgewood residents. (24, 25, 39) The action sought to prevent the federal government, the City of San Antonio, and a private construction firm from building multiple family housing within the Edgewood district. An agreement was negotiated which permitted the contested construction project to proceed but which restrained the federal government from financing other multiple housing projects within Edgewood. The principal plaintiff in this case was a board member of the Edgewood schools.

The Edgewood School Board

The school board election in 1970 radically altered the board's composition. EISD school board members had traditionally been businessmen, moderate to conservative in philosophical orientation. In the 1970 election, however, two young men running as "The People's Candidates," were elected. These new members introduced substantial changes in board policies and orientations. (4, 8)

Two major policy innovations were adopted in October, 1970: prohibition of corporal punishment and establishment of a military draft counseling program. The decision to prohibit the use of corporal punishment was based on the proposition that punishment was vindictive and not conducive to a healthy learning environment. (Corporal punishment was reinstated later.) The military draft counseling program was designed for 18 year old youth and provided information concerning draft exemption procedures, decision appealing, and other civil rights of potential draftees. (26)

These changes were followed by efforts to improve the plant, general operation, and quality of instruction. While the main early effort was concentrated on research and planning, they were eventually to give rise to substantial modifications of the school program. (6)

CHAPTER THREE: EISD COMMUNITY

The Research known as the Coleman Report suggested that socio-economic factors are strongly related to academic achievement and to schooling in general. (36) It thus becomes important to examine these characteristics of the Edgewood community in order to allow for future investigation of the effects of socio-economic factors on student performance.

Population Characteristics

The San Antonio Chamber of Commerce estimated that, as of 1970, the district contained a total of 73,111 inhabitants. The figure represented an increase of fifteen percent over the 1960 population. The Chamber further estimated a twenty-one percent increase over the 1970 figure by the end of this decade. The population for 1990 was projected to be eleven percent greater than that of 1980. (10) [See Figure 3.1.]

Figure 3.1 EISD Population and Projected Increases

Year	Population	
	Inhabitants	Percent Increase
1960	63,541	-
1970	73,111	+15.0
1980	88,825	+21.0
1990	98,850	+11.0

These projected increases in EISD population suggested that the problem of overcrowded school facilities would not abate over time. On the contrary, unless substantial additions were made to the number of existing school facilities, the problem would become increasingly severe. However, the fall 72 enrollment did not reach the projected increase and some demographers believed a leveling off period had begun.

Generally, the labor force within the Edgewood community could be characterized as low-income and unskilled. In regard to income ranges within EISD, the following data were derived from the 1970 Census. (35) The mode income range was $4,000

to $4,999, which included 1,485 households, or eleven percent of the total. Fifty-nine percent of the EISD residents earned less than $5,000, forty-three percent between $6,000 and $9,999, thirteen percent were between $10,000 and $14,999 and four percent earned over $15,000. Approximately 28%, or 3,708 household units, had incomes below that designated by the federal government as poverty level. [See Figure 3.2.]

Figure 3.2 Income Distribution in EISD (35)

Census Tract	All Families	Less than $2000	$2000 3999	$4000 5999	$6000 7999	$8000 9999	$10000 14999	$15000 24999	$25000 or more
1606	1232	177	262	300	196	169	144	8	13
1607	1868	102	289	386	363	278	412	99	8
1614	227	92	52	98	62	25	18	7	0
1616	977	28	126	191	345	124	222	96	14
1707	1218	144	269	314	213	128	135	42	4
1708	297	37	68	70	78	39	23	14	0
1709	1326	281	242	230	256	157	119	26	0
1710	1643	260	435	397	280	168	125	27	0
1711	948	98	165	207	183	147	141	12	0
1712	812	120	184	191	174	52	53	10	5
1714	754	59	106	124	161	134	131	46	0
1715	1782	168	339	380	361	281	252	36	9
1716	174	27	53	44	27	21	5	2	2
TOTALS	13258	1503	2245	2932	2598	1723	1780		55

The 1970 Census data indicate that approximately sixty-four percent of the workers in the area were private wage and salary workers, twenty-five percent were federal government employees, seven percent local government workers, and four percent were self-employed. Figure 3.3 contains actual figures by census tracts. In 1970, the unemployment rate for the civilian labor force was 5.5 percent. (10)

Figure 3.3 Class of Workers by Census Tract, Edgewood, 1970 (35)

CENSUS TRACT	PRIVATE WAGE AND SALARY WORKERS	GOV'T WORKERS	LOCAL GOV'T WORKERS	SELF-EMPLOYED WORKERS	UNPAID FAM. WORKERS
1606	1240	364	125	91	
1607	2477	1339	990	126	22
1614	48	34	11	3	
1616	919	591	289	29	10
1707	1742	1210	420	107	4
1708	420	282	108	25	5
1709	1766	1300	387	76	4
1710	2142	1614	401	112	15
1711	1366	1012	314	40	
1712	1009	758	164	81	6
1714	1020	621	357	42	
1715	2372	1589	676	92	15
1716	206	145	55	6	
TOTALS	11,735	4536	1228	830	81

Property Values

Economic characteristics related to property values and property taxes had a direct bearing, not only on the general conditions of the Edgewood community, but also on the revenues of the district itself. Low assessment of properties produced inadequate school revenues. Figure 3.4 presents construction values of residential housing within EISD by census tracts. Of a total of 7,551 houses, 5,408 of them (72%), were valued below $10,000. (34)

Figure 3.4 Construction Values of Edgewood Residences, 1970 (34)

CENSUS TRACT	LESS THAN $5,000	$5,000 to $9,999	$10,000 to $14,999	$15,000 to $19,999	$20,000 to $34,999
1606	210	411	131	21	
1607	58	504	410	77	
1614	ND	ND	ND	ND	
1616	ND	62	14	62	13
1707	117	489	163	25	
1708	40	176	16	8	
1709	59	428	201	28	5
1710	271	685	101	12	
1711	63	372	152	9	7
1712	132	317	109	24	5
1714	29	253	299	24	
1715	124	535	188	20	
1716	33	40	19	ND	
TOTALS	1136	4272	1803	310	30

These construction values demonstrated one of the major fiscal problems of EISD. Furthermore the Homestead Law of Texas exempted the first $3,200 value of the family residence from taxation, making many of these homes totally non-taxable and substantially reducing the income from this segment.

The Edgewood community, then, had many financial problems which contributed to the low level of educational funding. Since the local property tax base is the chief supplement to operations funds from the state, and since a high proportion of the people was at the poverty level, few funding alternatives remained. The district had to seek federal assistance if it were to improve the education of the pupils.

CHAPTER FOUR: THE EISD SYSTEM

The Edgewood Independent School District had a total of twenty-six schools plus an Early Childhood Education Center. There were three secondary, six middle, and seventeen elementary schools. (See Figure 4.1 for the locations.)

The four elementary schools, one middle school, and one high school selected as experimental school sites, had a combined enrollment of 5,378 students or approximately 20% of the district's total enrollment at the time of their selection.

The selected experimental school sites in EISD were:

- Memorial High School
- Gus Garcia Middle School
- H. K. Williams Elementary School
- Roosevelt Elementary School
- Cenizo Park Elementary School
- Burleson Elementary School

These were considered apt for educational innovation.

Physical Facilities

In general, the school plants in EISD were from ten to fifteen years old but some were constructed decades earlier. The condition of the plants ranged from excellent, such as the recently constructed Gus Garcia Middle School, to substandard, such as Burleson Elementary. While some of the problems were due to inadequate daily maintenance, others were difficult to solve because of long term neglect. In some cases, enough money to clean, repair, and paint would have brought considerable relief; in others, new buildings or substantial renovations were the only answers. Since bonding capacity had neared its limits and since officials feared the residents would not approve further tax increases, few attempts were made at doing so.

Educational Program

Edgewood had dual curricula in its instructional system as a result of its participation in the Title VII HEW Bilingual Education Program (6). The regular school curriculum was a fairly conventional college bound program and was based almost entirely on state adopted texts and materials. Some vocational courses were offered but these were restricted in quantity and variety. Pre-employment training, career orientation, and cooperative work programs were also few in number.

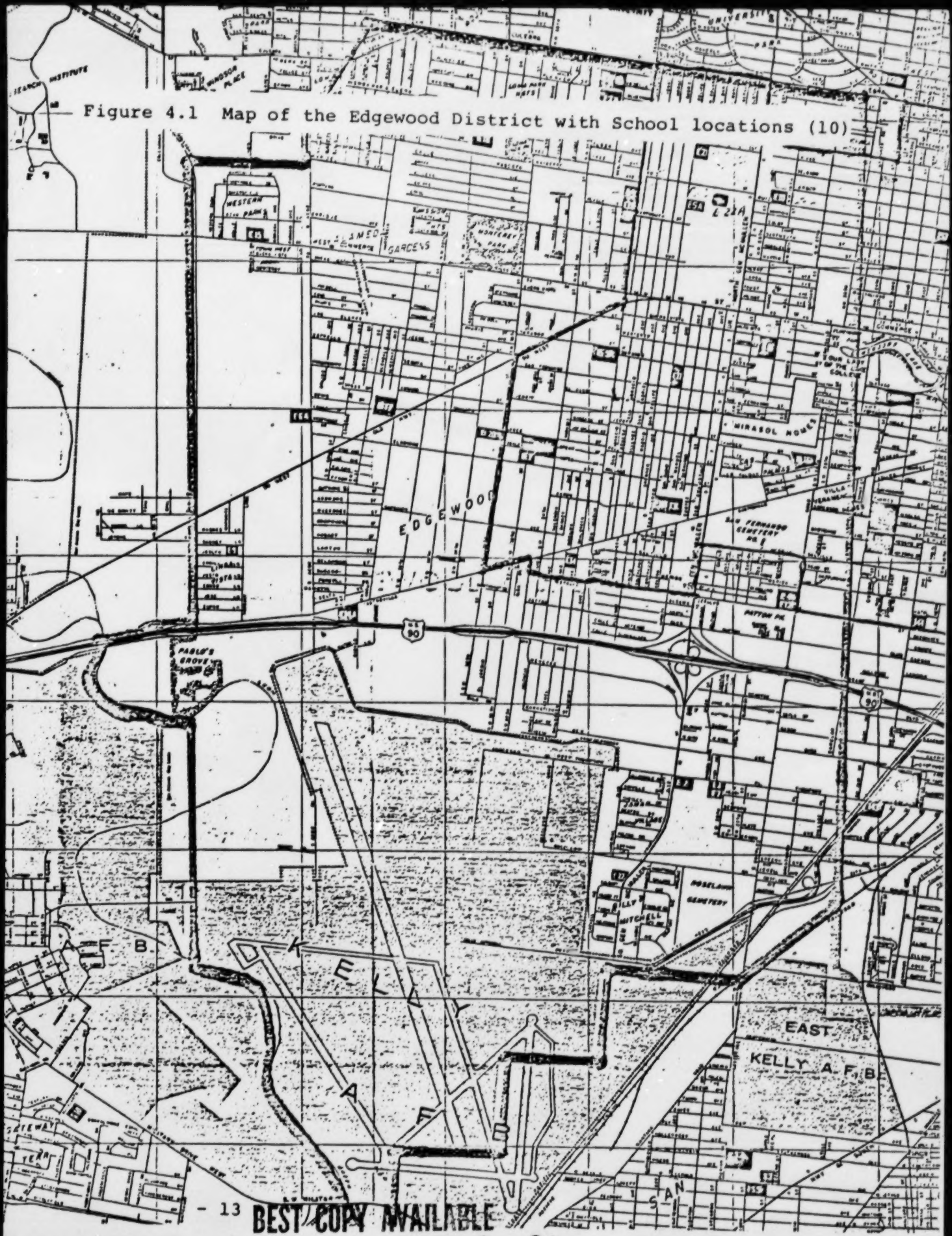

Figure 4.1 Map of the Edgewood District with School locations (10)

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The Title VII Program within EISD has operated for four years. During 1971 - 1972, fifty-seven classrooms participated in the program. The bilingual component generally had modified known teaching techniques to fit the program. Instruction was in two lanugages, beginning in the children's home tongue, Spanish, and adding English as progress dictated. The program was being expanded yearly to an additional higher grade level. Curriculum guides had been developed for K-3 which included behavioral objectives, learning activities and evaluation procedures.

The Bilingual Program staff had attempted to develop some didactic materials appropriate for EISD students. These were basically collections of stories and readers. There had been some work done on study prints for the social studies but this line was in its initial stage; only one set had been developed by mid 1972. Most of the material utilized was bought commercially from Spain and Mexico. (6)

The bilingual program staff was in agreement that these materials were usually not relevant to the experiences of the children. Some evaluation instruments were in the process of development and refinement. Key areas of the assessment program included reading (Linguistic Capacity Index) and mathematics. Expressive language proficiency instruments and cognitive skills tests for the social studies area had not been developed as identified but were high on the program's priority list.

The Staff Development Component of the Bilingual Program was designed to increase teacher and teacher aide understanding and commitment to the program. In addition, it focused on teacher self-awareness, cognitive and affective development in children, and the role of paraprofessionals in the classroom.

Staff development of product objectives was measured mainly by two instruments: Micro-Teaching, Self-Evaluation Checklist, and Teaching Effectiveness Rating Scales. The first covered teaching behaviors with respect to lesson introduction, teaching methods and summarization. The Rating Scale included lesson plans, individual and group differences, knowledge of subject matter, motivation of students, use of materials, evaluation techniques, discipline, and the learning environment. It was used by the supervisor to measure the same objectives for which the teachers used the first instrument. In addition, in-service teacher meetings, lectures, attendance at university seminars, and special films were an integral and important part of the staff development component. (31)

EISD, through the Model Cities Program had also initiated a Bilingual Early Childhood Education Program (ECE) for 3 to 5 year olds (15). The rationale for the Early Childhood System and Kindergarten Program was based on children's need for enriching experiences early in life. The ECE laboratory was designed on intervention strategy for particular target populations, economically disadvantaged children who come to school speaking Spanish or non-standard English as their first language. The strategy was to develop and strengthen the skills a child needed to progress through the elementary grades. Through laboratory programs, children built patterns of success in which learning became for them a desirable and attainable goal.

The specific goals of the program were as follows:

- To strengthen the child's self-concept
- To develop perceptual motor skills
- To develop language skills in both Spanish and English
- To develop thinking and reasoning skills.

To achieve these goals, the Program and three major components: instructional materials, staff development, and parent-school community involvement, each complemented the other components and each adapted to the unique needs of the Mexican American child.

The five major instructional areas in the program included:

- Visual training
- Auditory training
- Motor training
- English language
- Expanded language

The laboratory program emphasized perceptual skills with motor skills not usually included in traditional early childhood programs on the assumption that these would develop through normal maturation of casual experience.

Learning activities for each of the major training areas were presented in units designed to develop and maintain the children's interest and to keep them active and involved. Each content unit was composed of from 5 to 7 daily lessons with almost all activities related to the unit topic. In this way, each conceptual area could be explored and developed through the various senses. The sequenced lessons began with a low order of competency and process systematically to higher levels and the actual subject matter used for developing a process or skill was selected on the basis of its relevance to the child's experience.

The staff component was designed to assure optimal use of the curricular materials. Through interviews and questionnaires, laboratory staff learned what the teachers themselves believed was most essential. After identifying the major needs of the teachers, staff development modules, manuals, and video tapes were developed, describing ways of using the materials most effectively.

Workshops for site coordinators provided a chance for them to use the materials and an opportunity for laboratory staff to demonstrate the techniques and methods used in the program. The coordinators, then, returned to their school district, and trained the teachers who would use the program. Training materials were exportable, self-contained packages, presented in a way that they could easily be understood and used by the teacher without necessitating staff visits.

The laboratory's development process used two basic types of evaluation: formative and summative. As an aide to both, the laboratory also administered a series of instruments relevant to the goals of the Early Childhood Education Learning System. Some of the evaluatuion instruments used were: (31)

- Auditory Test for Language Comprehension
- Boehm Test of Basic Concepts
- Raven Progressive Matrices
- Unit Curriculum Tests
- Unit Mastery Tests
- Arthur Adaptation of the Leiter International Performance Scale.

In addition to the two principal programs mentioned, the regular school system and the bilingual program, EISD had attempted to meet the needs and interests of specific groups within the student body by offering a number of special services. The rationale underlying their inclusion was the uniqueness of each student and the responsibility of the school to provide him with the information and tools necessary for development, growth, and decision making, that he might become a more useful and satisfied person.

Among the special programs and services offered by the EISD are the following: (12)

- Career Opportunities Program
- Sullivan Reading Program (Behavioral Research Lab)
- Reading Teachers
- Homebound teachers
- Visting Teachers

- Counseling Program
- Nurses Program
- Character Education
- Center School For Special Students
- Remedial Reading
- Experimental School Program
- Vocational Education
- Instructional Television
- Curriculum Adaptation Network for Bilingual Education
- Educational Profession Development Act.
- ECE Handicapped
- Educable Mentally Retarded
- Trainable Mentally Retarded
- Emotionally Disturbed
- Minimally Brain Injured
- Speech Therapy

Assessments of these programs were not available but staff generally felt they were worthwhile. (6)

Teaching Personnel

Many teachers employed by Edgewood were not college graduates, as revealed by the documentation of the Rodriguez case. (38) According to the information cited therein, of 759 teachers employed by Edgewood during the 1965 - 66 school year, 25% did not have college degrees. Similar percentages of non-degreed teachers were evident for subsequent school years.

In comparison, the San Antonio Independent School District had 98% degreed teachers, and Northeast Independent School District had 100% degreed teachers for the 1965 - 66 school year. The percentage of degreed teachers in these somewhat more affluent school districts was substantially higher than Edgewood's.

It appeared that EISD has had difficulties in recruiting certified teachers probably because the District did not pay competitive salaries. For example, during the 1966 - 67 school year, Edgewood had 412 teachers on an emergency certification basis. This represented approximately 50% of the District's teaching personnel. For this same school year, the Northeast Independent School District had eighty-two teachers on emergency certification (approximately 10%) and the San Antonio Independent School District had 478 teachers (approximately 20%) on a similar certification basis. It was clearly evident that the EISD had been unable to recruit an adequate number of degreed and/or certified teaching staff, which suggested one major factor contributing to the educational problems of the students. (4)

Student Achievement

Most of the data on student performance were gathered for particular federal or state programs, depending on the specific requirements of each funding agency. Because of the instrument changes and non-comparability of data, an adequate and accurate profile of student achievement scores was not available.

On the basis of estimates provided by district personnel and some limited achievement scores, it appeared that Edgewood students were generally two years below national norms (31). Since most of the student achievement data were gathered for certain subgroups, it was not possible to generalize about the total student population. In this respect, subsequent measures of student achievement would be required.

Moreover, the lack of systematic information on student cognitive skills suggested the need for a stronger pupil assessment unit within the District. This would provide district administrators with useful information for instructional planning and would also allow for the evaluation of particular teaching strategies and curricular approaches.

CHAPTER FIVE: EDGEWOOD SOCIAL AND POLITICAL ORGANIZATION

The history of minority Americans in the school systems throughout the country has generally been one of neglect. The EISD system was no exception. Since 1968, however, students and parents had become increasingly vocal in challenging the ethnic isolation of the Mexican American and in demanding a more responsive school system.

Student, Parent, and Community Involvement

Until the advent of the student-parent boycott in 1968, the Edgewood schools were pretty much like schools everywhere and so were the curricula. The Anglo-Saxon, English-speaking, middle class oriented instructional program was not compatible with the needs of the Mexican American composition of the school district. A sophomore at Edgewood High School, who in 1968 witnessed and participated in the walkout, summarized the problem: (40)

> You see, Edgewood has a long history of developing kids or perhaps destroying kids to the point where they don't care about education...Education had lost any kind of significance...we were aware of what was going on...If you went to Edgewood, you could see the apathy and indifference there. It disturbed me that those kids were never going to reach any kind of intellectual, artistic, or creative achievement. It was an irrelevant curriculum, unrealistic in our community. Things were totally unrelated. There weren't any cultural implications. It was all a white-oriented indoctrination.

The walkout occurred on May 14th, when several hundred Edgewood High School students left their classes and were joined by their parents in a march on the school district's administrative offices. The students walked out of school at 10:30 a.m., citing grievances and waving placards, one of which read "Give us Teachers Who Care." (19, 29) Such a demonstration was especially explosive in a district like Edgewood where rising expectations had made volatile politics for a number of years. The concern over education tied closely to the growing protests of young Mexican Americans regarding the absence of Spanish surnames in the ranks of upper echelon business and professional people.

Curriculum, discipline, number of qualified teachers, and six other issues were the bases of the growing student unrest in the district. The student initiated grievance list was vocalized at two meetings of the EISD board before specific action on them was adopted by the trustees.

In brief, the board's resolution for action included the following: (4)

(1) Serious discipline problems would be referred directly to the Bexar County Juvenile Officer. Offenses such as violation of school rules, disorderly conduct, etc., would result in suspension from school if necessary.

(2) Inadequate policing of buildings and grounds would be improved as quickly as possible with student cooperation and assistance.

(3) All teachers would be required to meet the Texas state accrediting standards and would be assigned classroom duties according to their academic preparation and aptitudes. In addition, periodic evaluation of all instructional personnel would be made.

(4) Monies in club treasuries could be audited in any way desired. Questions arising would be submitted to the auditing company of Crey and McAtee.

(5) Whenever ten students indicated their interest in a course not offered, the addition of that course would be considered by staff.

(6) A committee to air student grievances would be appointed by the board.

(7) The Student Council would be recognized as the official voice of the students and all views from students could be expressed freely and openly to the council.

(8) No action would be taken against any student or teacher involved in the non-violent movement for the improvement of the school and the betterment of educational standards.

(9) The final grievance referred to two teachers suspended from their classroom duties. This point could not be considered by the board since a suit involving them was pending.

The walkout was the turning point in the Edgewood educational system. Student, parents, the community, and some teachers began to demand that the EISD schools be responsive to the needs and interests of their clients.

Available information points to the following additional indicators of increased activism and political effectiveness:

(1) The Concerned Parents Organization, an ad hoc group, was becoming increasingly involved in school board elections.

(2) The Edgewood community successfully challenged multi-housing projects within the district, as in the case of David Alvarado et al vs HUD et al.

(3) The Rodriguez et al vs SAISD et al case represented a legal action by Edgewood residents that could have had monumental effects on the educational system.

(4) The year 1970 was important in terms of significant changes in the EISD board composition with the election of two young candidates from the community.

The efforts of Edgewood students, parents, and community in actively seeking changes and reforms within the educational system were various indicators of the political climate of the EISD. While most of these events were of some immediate benefit, the long range improvements were expected to be even greater.

Political Organization

The Edgewood Independent School District was entirely within the jurisdictions of Bexar County, Texas, and the City of San Antonio, Texas. The district lay partially in two county board of supervisor districts, 1 and 2; and partially in two U.S. Congressional Districts, 20 and 21. The voters in the Edgewood school district were concerned primarily with two units of local government, the county, and city, since the congressional districts imposed no direct control over the schools. Voting patterns related to district issues, other than board elections, appeared to be of minimal interest--no school bond had voted since 1966 and a 1969 referendum on raising interest on school bonds carried with 88 for, 37 against.

From 1967 to 1972, voter registration increased in all precincts, except 224, wholly or partially in the Edgewood Independent School District. (See Figure 5.1.) Because of the lack of information, it was impossible to compare the registered voters in the Edgewood district to their turnout in school district elections. In spite of the increase in voter registration and in spite of the increase in population in the district, voter turnout declined by about 33 percent between 1969 and 1972 in school board elections. (See Figures 5.2 and 5.3.) Because precinct boundaries were not

aligned with school district boundaries, a comparison among the turnout of voters in senatorial and in presidential elections to the turnout in school board elections could not be made. But, if the votes in presidential and senatorial elections were indicative of a pattern in the Edgewood area the participation was over 50 percent of the registered voters. (A higher percentage was experienced in the presidential election, 1968, than in the off-year election, 1970.)

More accurate indications of voter participation compared to voter registrations in a single election, and voter participation from one off-year election to another, were revealed by comparing the 1969 to the 1971 city council elections. (See Figures 5.4, 5.5, and 5.6.) Again, realizing that the precincts were greater in number of voters than those in the Edgewood school district, the turnout appeared to increase from 32 percent in 1969 to 42 percent of registered voters in 1961, while the total increase in voter turnout was about 57 percent. In summary, the data suggested that voting activity was declining in relationship to school board elections while voting activity was increasing, although not greatly, in relationship to other elections in which most of the same voters participated.

Figure 5.1 Voter Registration, Edgewood Independent School District, 1967 (1)

1967 PRECINCT DESIGNATION*	1972 PRECINCT DESIGNATION	1967 REGISTRATION
159	(121)	1,416
17	(111)	1,104
117	(222)	806
153	(224)	1,698
90	(242)	1,924
25	(223/258)	2,083
24	(221)	1,809
158	(220)	1,237
75	(123)	812
10	(120)	779
72	(122)	1,155
23	(219)	2,279
128	(225)	1,312

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

Figure 5.2 Voter Registration and Turnout by Edgewood, residential Section (1)

PRECINCT*	1972 PRECINCT DESIGNATION	REGISTRATION	U.S. PRESIDENT	EDGEWOOD BOARD OF EDUCATION POLLING PLACE( )	TURNOUT
159	(121)	1,584	1,165	Edgewood Jr. High School	341
17	(111)	1,156	869		
177	(222)	584	390	Loma Park Elementary School	542
153	(224)	1,883	1,375		
90	(242)	2,373	1,653	Lincoln Elementary School	323
25	(258/223)	2,873	1,861		
24	(221)	2,207	1,507	Coronado Elementary School	718
158	(220)	1,485	1,053		
75	(123)	1,006	762	Brentwood Jr. High School	355
10	(120)	879	662		
72	(122)	1,247	873		
23	(219)	2,437	1,797	Cenizo Park Elementary	162
128	(225)	1,914	1,369		
ABSENTEE					57
				TOTAL	2,303

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

Figure 5.3 Voter Registration and Turnout by Edgewood Senate Election

PRECINCT: 1972 DESIGNATION*	REGISTRATION	U.S. SENATE ELECTION
121	2,121	955
111	1,410	707
222	908	375
224	938	453
242	2,444	1,231
258/223	3,601	1,656
221	2,854	1,419
220	1,657	732
123	1,200	603
120	946	489
122	1,587	747
219	2,925	1,353
225	2,164	1,092

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

Figure 5.4 Voter Registration and Turnout by Edgewood, City Council Election, 1969 (1)

PRECINCT*	(1972 PRECINCT DESIGNATION)	REGISTRATION	SAN ANTONIO CITY COUNCIL ELECTION
159	(121)	1,701	615
17	(111)	1,345	488
177	(222)	585	202
153	(224)	726	283
90	(242)	2,477	744
25	(223/258)	2,943	853
24	(221)	2,310	691
158	(220)	1,504	489
75	(123)	1,002	347
10	(120)	885	273
72	(122)	1,392	400
23	(219)	2,505	834
128	(225)	1,896	651

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

Figure 5.5 Voter Registration and Turnout by Edgewood, City Council Election, 1971 (1)

PRECINCT*	REGISTRATION	SAN ANTONIO CITY COUNCIL ELECTION
121	2,294	974
111	1,867	728
222	976	403
224	1,096	451
242	3,159	1,406
258	1,332	579
221	3,428	1,350
220	1,875	785
123	1,453	678
120	1,135	486
122	1,935	788
223	2,368	945
219	3,304	1,460
225	2,368	1,120

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

Figure 5.6 Voter Registration and Turnout by Edgewood School Board Election, 1972 (1)

PRECINCT*	REGISTRATION June, 1972	October, 1972	EDGEWOOD BOARD OF EDUCATION APRIL, 1972 POLLING PLACE	TURNOUT
121	2,232	2,452	Edgewood Jr. High School	203
111	1,575	1,883		
222	990	1,244	Loma Park Elementary School	296
224	1,162	1,428		
242	3,867	4,739		
258	1,340	1,478		
221	2,975	3,645	Coronado Elementary School	487
220	2,081	2,454		
123	1,639	1,818	Brentwood Jr. High School	286
120	1,067	1,164		
122	1,991	2,181		
223	2,553	3,162	Lincoln Elementary School	228
219	3,051	3,778	H.K. Williams Elementary School	162
225	2,196	2,668		
ABSENTEE				21
			TOTAL	1,683

*The underlined precinct designations indicate that some portion, but not all, of that precinct lay within the Edgewood Independent School District. The 1967 Registration noted in the third column is the total registration of the precinct, not that portion within the district.

CHAPTER SIX: RELATIONSHIPS BETWEEN EISD AND OTHER INSTITUTIONS

Bexar County, Texas, contained fifteen school districts. Additionally, the Bexar County School Superintendent performed certain functions related to the districts and some autonomously, such as adult and continuing education. Edgewood had few substantive relationships with any of the other districts except the San Antonio Independent School District. Its connections with the Bexar County School Superintendent's office were the normal ones related to textbook distribution and transportation, and a long-standing adult basic education and graduate equivalency program channeled through the principal of the J. F. Kennedy Night School program.

Some communications were noted with the Crystal City Independent School District, south of Bexar County, and with Holy Cross High School, a Catholic institution in the Edgewood area. Both of these consisted primarily of programmatic exchanges.

Additionally, the Edgewood district maintained close and legalities with the State of Texas, primarily through the Texas Education Agency (TEA). These were the usual ones of finance, supervision, and accreditation. The last TEA accreditation occurred in the mid 50's and apparently the district had never been accredited by the Southern Association of Schools and Colleges.

Considerable interaction took place between the district and various departments of the City of San Antonio. The major coincidence occurred with the Model Cities Plan, and included both conflict and cooperation. The Edgewood area received benefits from a number of the general city and United Way services.

San Antonio Independent School District

The San Antonio Independent School District (SAISD) was a somewhat more affluent district, some of whose geographic boundaries coincided with those of Edgewood. In 1970, SAISD recorded a per pupil expenditure of $504.65; Edgewood, a $380.06 per pupil expenditure. (33)

The interaction between Edgewood and SAISD had consisted primarily of (a) attempts by Edgewood officials and residents to merge with SAISD, (b) joint efforts primarily focussed on arriving at an equitable distribution of Model Cities funds for both districts, and (c) the Rodriguez, et al vs SAISD et al case. The most recent effort on the part of Edgewood representatives to arrive at a merger with SAISD apparently was in September

of 1971 (28) when Edgewood residents filed a suit seeking to have the Texas Commissioner of Education ruling consolidating the San Felipe and Del Rio districts (later upheld by the U.S. District Court in Tyler, Texas,) applied to EISD-SAISD). The request was refused by the District Judge in Tyler because the Rodriguez case was pending. Had the Rodriguez case been finally positive, the EISD request would have been unnecessary.

Joint efforts between SAISD and Edgewood were evident in planning for the utilization and distribution of Model Cities supplemental funds allocated for education. The joint work focussed primarily on arriving at an equitable distribution of the funds between the two districts, rather than the collaborative planning or exchange of programs.

Demetrio Rodriguez, together with other Edgewood parents, filed a suit claiming that the existing system of financing schools in Texas was discriminatory and did not fulfill the minimum requirements of the 14th amendment. Named in the suit as one of the defendants was the San Antonio Independent School District. (38) The suit, which could have had monumental effects on the Texas educational system, was still before the U.S. Supreme Court, awaiting a ruling.

Holy Cross High School

Holy Cross High School was a private school owned by the Catholic Archdiocese of San Antonio and operated by the Holy Cross Brothers. The high school was located within the Edgewood district boundaries with an estimated 45% of the school's 520 enrollees consisting of students who resided in the Edgewood district.

Since 1966 there have been several programmatic relationships between the Edgewood district and Holy Cross High School. From 1966 through 1971 Holy Cross had been receiving instructional equipment and educational materials under Title I and II of the Elementary and Secondary Education Act through the auspices of the Edgewood district. (9)

Edgewood was also instrumental in facilitating the funding of counseling and free school lunch programs for the Holy Cross High School. Edgewood, acting as the administering agency, reimbursed Holy Cross for expenditures accrued in these two programs. Holy Cross was also able to select and use teachers to conduct remedial courses in reading and mathematics, who in turn were paid by the Edgewood district, using federal funds.

Crystal City Independent School District

Based on available information, it appeared that the Edgewood district had provided support and technical assistance to the

Crystal City Independent School District. (2) Crystal City, located in West Texas, was the locus of widely publicized Chicano directed political and educational institutions in the late sixties, tied closely to the growth of La Raza Unida Party.

Historically the Mexican American community in Crystal City constituted a numerical majority but an economic and political minority. Chicano militant groups were successful in organizing many community people and electing Mexican Americans to the City Council and the local Board of Education.

Changes in the leadership and policies of the Crystal City School District then began to take place. A Mexican American, appointed as school superintendent, began a massive task of reform. During this period of educational changes in Crystal City, it appeared that Edgewood began to provide technical assistance to the new superintendent and his staff. Due to lack of specific information, it was not possible to ascertain precisely the nature of this assistance.

City of San Antonio

The interaction of the Edgewood Independent School District and the City of San Antonio ha centered principally around urban development programs and proposals as they affected school construction and education. More specifically, the transactions were primarily limited to the Model Cities program.

Beyond the Model Cities program, the city did not appear to have any major role or responsibilities in the affairs of the Edgewood district, or any other district in the San Antonio metropolitan areas. An analysis of the city council meeting minutes confirmed this hypothesis (11). The minutes of a meeting held on February 5, 1970, were representative of this interaction. An ordinance to amend the Comprehensive City Demonstration program to include the Free School Lunch project and requesting that the project description and budget be added to the grant budget of the agreement, under which the City Comprehensive Demonstration program was to be carried out, was passed and approved by the Council. This project provided for some 13,000 hot lunches for elementary and junior high school children in the Model Neighborhood Area during the spring school semester of 1970. Thirty-four schools participated in the project with EISD providing 6,092 free lunches daily. The Council also approved an ordinance curtailing the building of planned multi-unit housing in EISD until the plan could be developed in conjunction with community residents,

participating agencies, the private sector, and local government.

Housing construction by private builders also led to problems for EISD. Most notable was a low-to-moderate, 100 unit multi-family housing project which became subject of a suit between David Alvarado et al and HUD et al. This case was filed early in February, 1970, and enjoined the court to restrain the City of San Antonio, HUD, George Romney, and the Loper Mortgage Company from building or causing to be built any multi-unit housing projects in the Edgewood district. In order to shorten the trial, the court ordered the attorneys for all parties to meet and to strive to agree on such matters as they were able. The attorneys reached accord on some 100 fact matters, of which the following were representative: (38)

(1) There were 114,000 people in the Edgewood District.

(2) Most of these people were Latin American.

(3) Most of these were poor.

(4) The Edgewood school district was the poorest in Bexar County.

(5) The Edgewood school district's schools were overcrowded.

(6) There were already numerous housing projects in or around the Edgewood district.

(7) The building of multi-unit housing developments would overcrowd the district's schools even further.

On March 18, both plantiffs and defendents agreed on a court order which would free the Loper project to be completed, but under which HUD would refrain from taking any financing action for any other multi-unit housing projects without first conferring with the officials of Edgewood. This case established a significant precedent, in that the Edgewood community would have a voice in the construction of housing units financed with public monies and thus, would have a channel, through review procedures, for assuring that urban development programs were consistent with the existing available resources in the community.

Model Cities funding to EISD had also made possible the addition of five counselors and three counselor aides to the district's staff, reducing the counselor/student ratio from 1:1592 in the 1968 - 69 academic year to 1:968 in the 1971 - 72 school year. In this latter year, some 19,500 children in EISD received counseling services. (15)

The city also provided early childhood education at the center located in the H. K. Williams Elementary School and ten other elementary schools in the EISD. Nine district counselors and thirty-five early childhood eudcation teachers had received accreditation. In the EISD, 1,897 three to five year olds received early childhood education during the 1968 - 72 period.

In addition, city directed remodeling and renovation had been carried out on twelve EISD school plants: (15)

(1) Cenizo Park Elementary
(2) Coronado Elementary
(3) Emma Frey Elementary
(4) Escobar Junior High School
(5) Gardendale Elementary
(6) H. K. Williams (older section)
(7) Las Palmas Elementary
(8) Roosevelt Elementary
(9) Stafford Elementary
(10) Burleson Elementary
(11) Edgewood Junior High School
(12) Edgewood High School

Three new schools were constructed from Model City funding:

(1) H. K. Williams Elementary School
(2) Gus Garcia Junior High School
(3) Jose Cardenas Early Childhood Education Center

During the 1968 - 1972 period $30,000 in recreational equipment, $43,669 in staff training, and $237,781 for instructional equipment were provided from Model Cities monies. (15)

The attitudes of municipal government decision makers to the EISD seemed to have varied. City officials generally had felt that there was little they could do to alleviate the problems of EISD and even questioned whether they had any obligations or responsibilities to the district or to any school district for that matter. (11) The City Council had been somewhat responsive to the unique problems of the district when their attention was focussed upon issues by concerned Edgewood residents, such as the curtailment of further Model Cities construction until a comprehensive master plan could

be worked out in cooperation with community resource people. Whether or not the attitudes of government decision makers had changed and public officials continued to be more interested in the unique problems of EISD, would probably depend on the residents of the community itself, their ability to organize, open up additional lines of communication with the city government, and make themselves heard.

What appeared to be a lack of information and communication within the governmental structure could have been a key factor. For example, in a personal interview with Mrs. Carol Haberman, a member of the San Antonio City Council since 1970, she was not aware that a study was being conducted by the City Planning Department regarding an Educational Plan for the San Antonio metropolitan area (16). In addition, the director of the Model Cities Program had not been informed that such a study was being done by a counterpart in the city. (Such a situation had made it difficult for concerned council members, city staff, and citizens to work effectively together.

EISD participation in the "Educational Plan for SAMA" apparently had been non-existent as had been that of most other school districts. The educational plan, which took an overview of education in the area and the distribution of services, was elaborated independently by the Community Renewal Program. (12) The role of the city had been one of setting general goals in education, i.e., there was a need for a goal study by the city.

A limited survey of existing municipal services provided in the Edgewood community indicated the following: (14)

(1) Dental Care: The city provided dental services at two neighborhood climics.

(2) Immunization: Immunizations were provided by the city when requested by respective school districts. Four neighborhood clinics provided immunization services to Edgewood residents.

(3) Adult Clinics: City provided adult clinic services at four neighborhood clinics to Edgewood area residents.

(4) Well Baby Infant Care: City provided well baby services at four neighborhood clinics in Edgewood area.

(5) Public Health Nurses: City provided for visiting Public Health Nurses to Edgewood area residents.

No research on community use of these services was encountered.

$65,516,000.00 was approved by San Antonio voters in the 1970 bond issue election. (26) Of this total, it was estimated that the city would spend $7,050,731.00 in the Edgewood community. (38) This represented 10.76% of the proposed bond program. As shown in Figure 6.1, the majority of the bond expenditures within Edgewood were for street improvement and drainage. The remainder of the funds were to be used for a neighborhood clinic, fire services, and parks.

Figure 6.1: 1970 Bond Projects, Edgewood

Drainage	Estimated Cost
36th Street Outfall	$ 1,592,308
Culebra - Martin	1,079,231
Drainage Total:	2,671,539
Streets	
36th Street	$ 856,852
Kelly Grade Separation	1,500,000
W. Commerce - Acme to Hwy. 90	458,114
Cupples Road	633,481
Popular Street	34,024
W. Commerce 21 - 26 St. (1 block)	266,798
24th Street - Castroville - W. Commerce (1 block)	83,623
Streets Total:	$ 3,832,892
Health	
Neighborhood Clinic (Commerce & Acme)	$ 200,000
Fire	
Double Co. - Cupples & Menefee	$ 234,800
Parks	
Community Park - Monterrey	$ 45,625
Dressing Room - Monterrey	25,275
Pablos Grove Picnic Area	40,600
Parks Total:	$ 111,500
Grand Total:	$ 7,050,731

CHAPTER SEVEN: EDGEWOOD FINANCES

The Civil Rights Commission Report (36), the Coleman Report (37), and the Rodriguez case briefs (38) placed considerable emphasis on the interplay between finance and academic achievement. Schools that suffered from a low funding basis found it difficult to maintain sufficient facilities, staff, and materials to stimulate pupils to their best learning.

Finances have often been found to be both cause and effect in scholastic programming, leading cyclically to relatively better or poorer education. Texas school funding resulted from a rather complicated system in which several sources contributed to the costs of district facilities and operations. These were:

(1) District ad valorem taxes based on real and personal property and determined by the resident voters.

(2) State funds to support the Foundation School Program, allocated from a formula primarily based on average daily attendance.

(3) Payments from the County Available Fund.

(4) Payments from the county-wide equalization tax.

(5) Funds from federally assisted programs.

(6) Tuition from non-resident pupils and gifts from private sources.

Payments from three of these: the County Available Fund, the county-wide equalization tax, tuition and gifts, have been so small, generally less than .1% of a district's revenue, that they were insignificant.

Prior to the 1960's, only two of the others, district and state, were of any importance. During the past decade, however, the federal government assumed a larger and larger role in public school finance. The state, too, increased its contributions, both proportionately and in absolute dollars. Local taxpayers also gave more, although their share of the burden changed only moderately.

The Costs of Education

The period covered by this report, 1967 through 1972, was characterized by ever expanding school budgets. The 15 Bexar County districts all increased their income but in widely varying proportions. The range extended from 11% for Alamo Heights to 301% for Judson. (See Figure 7.1.) Growth factors

accounted for much of the difference; Alamo Heights lost 378 in average daily attendance during the period while Judson doubled its pupil population with an absolute gain of 2556. (See Figure 7.6.)

Figure 7.1 Comparative Total Expenditures, Bexar County Districts, 1967-68 through 1971-72 (33)

School District	1967-68	1968-69	1969-70	1970-71	1971-72	% Increase
San Antonio	30,091,404	31,954,120	34,167,984	39,653,401	43,229,243	44
Edgewood	6,645,852	6,790,646	7,744,839	9,820,786	11,129,606	68
Harlandale	5,697,145	6,004,510	6,900,616	8,494,677	9,666,935	70
North East	10,110,789	11,702,887	13,740,335	16,638,580	17,241,990	71
Northside	5,779,131	6,626,749	8,196,780	10,767,563	12,415,495	115
South San Antonio	2,652,948	2,874,581	3,358,965	4,334,747	5,191,099	98
Alamo Heights	2,794,283	2,877,141	3,328,507	4,030,568	3,089,133	11
East Central	983,488	1,020,222	1,213,399	1,537,127	1,713,146	74
Ft. Sam Houston	865,490	879,221	956,500	1,058,894	1,157,048	34
Judson	650,843	872,875	1,285,025	1,990,129	2,608,063	301
Southside	729,762	742,098	869,937	1,058,140	1,279,882	75
Southwest	868,322	911,688	1,099,478	1,009,012	1,643,659	89
Randolph Field	717,808	752,538	837,756	1,510,378	1,086,292	51
Lackland	473,926	527,580	610,509	690,135	761,191	61
Somerset	248,992	265,454	312,475	377,069	422,469	70

The Edgewood district experienced a 68% revenue rise but since it had started proportionately lower than most of the others, it still suffered some financial difficulties. In the comparison of the per capita expenditures, for example, Edgewood was the lowest in the county in 1967-68, with only $334.05, while Lackland boasted $645.68. (See Figure 7.2.) Lackland, however, was a heavily subsidized, small district and not generally comparable to Edgewood. Districts with similar conditions, Harlandale ($378.50) and Southside ($406.78) came closer to Edgewood's revenue range.

Figure 7.2 Comparative Per Capita Expenditures, Bexar County Districts, 1967-68 through 1971-72 (33)

School District	1967-68		1968-69		1969-70		1970-71		1971-72	
	$	Rank	$	Rank	$	Rank	$	Rank	$	Rank
San Antonio	428.88	6	456.23	6	504.65	6	588.92	6	667.22	5
Edgewood	334.05	15	332.48	15	380.06	15	481.25	14	538.65	12
Harlandale	378.50	13	383.38	13	434.38	12	519.46	10	572.01	9
North East	439.83	5	479.51	5	537.00	5	626.33	5	641.35	6
Northside	409.75	7	415.89	7	454.01	8	533.63	9	553.92	10
South San Antonio	403.49	9	411.89	8	443.19	11	505.39	13	551.95	11
Alamo Heights	576.62	2	602.67	3	706.99	2	845.69	1	710.47	4
East Central	399.63	10	383.83	12	424.68	13	511.01	11	535.02	13
Ft. Sam Houston	571.66	3	619.17	2	631.35	3	683.16	3	766.26	2
Judson	397.58	11	400.59	9	461.24	7	588.27	7	591.[illegible]3	8
Southside	406.78	8	395.36	10	447.27	9	546.56	8	620.70	7
Southwest	386.26	12	367.47	14	391.00	14	667.34	4	525.80	14
Randolph Field	525.87	4	553.34	4	576.57	4	505.48	12	749.[illegible]7	3
Lackland	645.68	1	658.65	1	750.93	1	817.70	2	952.68	1
Somerset	376.12	14	387.52	11	445.76	10	474.90	15	473.62	15

The rise in per capita costs generally parallel the total budget increases shown in Figure 7.1, except where substantial losses in average daily attendance, 5106 at San Antonio ISD, were accompanied by neither lowered expenditure rates nor dollar reductions. Although the rank of Edgewood's per capita cost changed only from 15th in 1967-68 to 12th in 1971-72, it came closer to the all county mean in that final period: $538.65 to about $560, but still far from the average, $624. Vast differences still prevailed, with the inequities alleviated but by no means remediated.

The relatively improved financial condition of Edgewood resulted from greater contributions from the district, state, and federal sources. While comparisons were not available for the entire five year period, the Figure 7.3 proportions for 1969-70 and 1970-71 were thought to be approximately the pattern. The percentages derived from district taxation remained almost exactly the same (10.6 to 10.7%), the state decreased slightly and the federal sources took up the slack. Even there, however, the differences were less than 2%.

Figure 7.3 EISD Operations Revenues by Sources, 1969-70 and 1970-71 (33)

Sources of Operations Funds	1969-70		1970-71		1970-71 Change from 1969-70	
	Amount,$	%	Amount,$	%	Amount,$	%
District	1,000,410	10.6	1,305,741	10.7	+ 305,331	+ 30.5
County	217	.0	204	.0	- 13	- 6.0
State	6,462,681	68.3	8,133,174	66.6	+1,670,493	+ 25.8
Federal	2,003,815	21.1	2,770,225	22.7	+ 766,410	+ 38.2
Total Operations Funds	9,467,123	100.0	12,209,344	100.0	+2,742,221	--

It is important to note that the Edgewood dollar increases were substantial for this period and accounted for the dramatic jump in per capita expenditures, $380.06 for 1969-70 to $481.25 in 1970-71. The lowered proportionate rise in state revenues resulted from a decreased percentage of average daily attendance, 93% in 1968-69 down to 91% in 1969-70 (Figure 7.6).

Bonding Capacity and Utilization

One of Edgewood's chronic problems was that of its assessed valuation. As pointed out previously, the area had a low earning population, resulting in low property values.

Figure 7.4 Assessed Valuation in EISD, 1967 through 1972 (5)

Year	Valuation	Year	Valuation
1967	$43,940,840	1970	$73,529,261
1968	45,703,891	1971	75,161,694
1969	67,866,170	1972	79,256,430

The several districts in Bexar County had enormous differences in assessed valuation. (For some 1968 examples, see Figure 7.5.) Much of the previously documented revenue increases for other districts came from taxpayers voting funds for additional expenditures in operations and maintenance, as well as building construction and renovation. During the reporting period, Edgewood approved only a little more than $2.5 million for these purposes while North East, of roughly comparable size, voted more than $10 million.

Figure 7.5 Assessed Valuation, Ratio, and Tax Rates of Selected Bexar County Districts, 1968 (32)

	Alamo Heights	Edgewood	Harlandale	North East	Northside	San Antonio	South San Antonio
Assessed Valuation	$121,674,230	45,703,891	81,997,245	393,700,000	164,588,030	666,373,670	$2,154,000
Assessed Valuation Per Pupil ADA	24,767	2,186	5,205	15,798	10,144	8,813	7,057
Assessment Ratio (% of True Value)	49%	50%	60%	60%	60%	45%	70%
Nominal Tax Rate $100 Assessed Value	$1.61	$1.40	$1.47	$1.50	$1.45	$1.61	$1.40
Adjusted Tax Rate - $100 True Value	$ .79	$ .70	$ .82	$ .90	$ .87	$ .73	$ .98

The Edgewood area assessment per pupil had increased substantially during the studied period, going from the $2,186 of 1968 to $3,894 in 1972. (5) This was still very low, however, second only to tiny, rural Somerset.

EISD consistently had among the lower amounts of bonded indebtedness. Even during the middle sixties, when most districts were carrying out extensive building programs, Edgewood remained low in both new buildings and renovation (Figure 7.6).

Figure 7.6 Bonded Indebtedness of Selected Bexar County Districts: 1965-66, 1966-67, 1967-68 (32)

District	1965-66	1966-67	1967-68
Edgewood	3,133,000	3,632,000	4,419,000
North East	18,581,000	18,102,000	24,301,000
Alamo Heights	2,739,000	2,847,000	6,947,000
San Antonio	25,477,000	23,726,000	26,940,000
Harlandale	7,296,000	7,697,000	7,993,000
Northside	7,517,000	9,983,000	11,257,000
South San Antonio	2,705,000	4,349,000	4,302,000

The relatively poor condition of the school plant and the crowded classrooms were easily explainable from the district's low investment in facilities. And their meager investment was as easily explained from the weak property assessment picture, and concomitantly, the board's reluctance to ask for additional taxes.

State Revenues

The State of Texas provided financial assistance to public schools through a complicated formula which took into account three primary factors:

- Average daily attendance
- Staff and teacher salaries
- Participation in special programs

No two schools, then, received exactly the same amount of money but instead obtained funds proportionate to these conditions.

The most important of these factors was attendance; most of the allocation earned was derived from this source. Edgewood pupils' attendance was neither the best nor the worst in the county (Figure 7.7), varying from a high of 93%, compared to gross membership in 1968-69, to lows of 91% in 1970-71 and 1971-72. The state funds accounted for 68 to 69% of the total budget, however, and a loss of two percentage points in attendance spelled considerable difficulty for the administration.

Figure 7.7 Comparative Gross Membership, Refined Average Daily Attenaance, Percentage of Attendance, Bexar County Districts, 1967-68 through 1971-72 (33)

School District	1967-68			1968-69			1969-70			1970-71			1971-72		
	Gross	ADA	%	Gross	ADA	%	Gross	ADA	%	Gross	ADA	%	Gross	ADA	%
San Antonio	76765	70162	92	76833	70040	91	74747	66251	89	74190	65662	89	71659	63179	88
Edgewood	21689	19895	92	21989	20424	93	21921	20046	91	22222	20219	91	22377	20353	91
Harlandale	16205	15052	93	16962	15662	92	17233	15467	90	17886	15898	89	18339	16365	89
North East	24258	22988	95	25779	24406	95	26927	24959	93	27900	25763	92	28339	25948	92
Northside	14931	14104	95	16901	15934	94	19164	17550	92	21437	19565	91	23934	21710	91
South San Antonio	7008	6575	94	7481	6979	93	8133	7404	91	9256	8371	90	10191	9209	91
Alamo Heights	5165	4868	94	5091	4774	94	5017	4500	90	5059	4741	94	4825	4490	93
East Central	2644	2461	93	2846	2658	93	3061	2839	93	3198	2976	93	3397	3162	93
Ft. Sam Houston	1579	1514	96	1488	1420	95	1579	1380	87	1617	1334	83	1578	1422	90
Judson	1722	1637	95	2292	2179	95	2927	2728	93	3560	3297	93	4630	4278	92
Southside	2017	1794	89	2086	1877	90	2129	1877	88	2238	1878	84	2288	2037	89
Southwest	2613	2248	93	2671	2481	93	3021	2772	92	3217	2913	91	3378	3060	91
Randolph Field	1414	1365	97	1476	1360	96	1511	1387	92	1576	1482	94	1519	1427	94
Lackland	757	734	97	830	801	97	914	799	87	881	819	93	831	781	94
Somerset	733	662	92	743	685	92	771	707	92	868	784	90	976	877	90

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Harlandale and Southside, both with high percentages of Mexican American students, fared even worse. Most districts suffered a decline in average daily attendance during the latter part of the report period, explained by administrators as a function of general dissatisfaction with school and disenchantment with education as a "cure" for social and economic ills.

The state of Texas had decreed a minimum teacher salary scale, based on degrees and years of experience. Each district received teacher and support staff allocations dependent on average daily attendance and was funded directly in relation to teacher-staff qualifications. Edgewood, with many non-degreed, non-certified, low experience teachers, received proportionately less money than those districts whose personnel were more advanced. (See Teaching Personnel, Chapter Four.) Districts were allowed to pay higher salaries and to reduce the personnel-pupil ratio but had to add these supplements from local tax funds.

Figure 7.8 Comparative Personnel and Personnel-Pupil Ratios, Bexar County Districts, 1967-68 through 1971-72* (33)

School District	1967-68		1969-70		1970-71		1971-72	
	Prof. Pers.	Pupil Ratio	Prof. Pers.	Pupil Ratio	Prof. Pers.	Pupil Ratio	Prof. Pers.	Pupil Ratio
San Antonio	3265	21	3363	20	3596	18	3919	16
Edgewood	929	21	961	21	1029	20	1152	18
Harlandale	702	21	757	20	859	19	927	18
North East	1149	20	1354	18	1547	17	1545	17
Northside	690	20	869	20	1053	19	1195	18
South San Antonio	312	21	357	21	444	19	506	18
Alamo Heights	294	17	298	15	370	13	361	12
East Central	114	22	132	22	161	18	177	18
Ft. Sam Houston	84	18	83	17	85	16	85	17
Judson	80	20	142	19	216	15	262	16
Southside	90	20	98	19	110	17	127	16
Southwest	108	21	130	21	162	18	175	17
Randolph Field	72	19	73	19	76	20	79	18
Lackland	41	18	50	16	51	16	53	15
Somerset	30	21	32	22	36	22	40	22

*No data were available for 1968-69.

Districts offering higher salaries continually recruited the better teachers from those that did not. Smaller teaching loads were also attractive to teachers and contributed to the high turnover rate and lower teacher qualifications in the Edgewood district, which generally had one of the highest personnel-pupil ratios in Bexar County (Figure 7.8).

It should be pointed out that Figure 7.7 gives the ratio of all professional personnel per pupil (average daily attendance), not the number of pupils per teacher. Most classrooms in the Edgewood district had thirty or more pupils, regardless of grade level. Only a few specialized programs had lower numbers. Reduced teaching ability might have lowered the pupil perceived relevance and compatibility, and probably contributed to less achievement and more absentees.

While no exact comparisons were available on participation in special programs, the administrators of the Edgewood schools noted that the district had few vocational courses, and except during the latter part of the period, the inclusion of bilingual, distributive, pre-employment, and cooperative work programs was minimal. Although not totally translatable into funds for special programs, Figure 7.9 gives at least an indication of the difficulty: North East, with a roughly comparable student population, received more than twice as much supplemental salary and incentive aid money for specialized programs as did EISD in 1967-68.

Figure 7.9 State Salary Supplement and Incentive Aid Funds for Selected Bexar County Districts, 1967-68 (32)

District	Supplemental Funds, $
Edgewood	20,350
North East	47,232
Alamo Heights	9,060
San Antonio	140,400
Harlandale	30,705

Districts with well developed offerings in these fields thus received greater supplemental funds from the state. Theoretically, at least, low participation in these fields would mean reduced general school attraction for some pupils, contributing to both high absenteeism and increasing the dropout rate.

Figure 7.10 Analysis of EISD Expenditures, 1969-70, 1970-71

Expenditure Category	1969 - 1970		1970 - 1971	
	Amount	%	Amount	%
Administration	$ 397,360	4.09	$ 471,232	3.77
Instruction	6,394,918	65.82	8,077,294	64.60
Attendance Services	10,806	.11	19,995	.16
Health Services (P.E. Excluded)	129,056	1.33	169,551	1.36
Pupil transportation	37,658	.39	61,241	.49
Operation of Plant	482,735	4.97	539,231	4.31
Maintenance of Plant	268,356	2.76	401,542	3.21
Fixed charges	23,950	.25	80,700	.65
Food services	250,844	2.58	149,049	1.19
Student Body (Activities)	15,918	.16	46,456	.37
Community services	271,481	2.79	484,681	3.88
Sites	18,108	.19	2,926	.02
Buildings	66,514	.68	877,061	7.02
Furniture & Equipment	228,685	2.35	334,769	2.68
Non-Revenue	508,911	5.24	290,631	2.32
Debt service	609,495	6.27	493,867	3.95
Outgoing transfers	1,664	.02	2,424	.02
Total Expenditures for Year	$9,716,459	100.00	$12,502,650	100.00

- Edgewood had not taxed even this reduced base at the same rates as many other districts.
- Average daily attendance was relatively low and the resulting state income was reduced, placing further burdens on the schools.
- Teachers with high professional preparation and experience were attracted elsewhere because of the low Edgewood salaries, contributing to a high turnover and presumably lower classroom performance.
- Participation in special programs was minimal and since some of these might have been more attractive to students (thus reducing absenteeism and dropouts), state funding for these was low.

Edgewood suffered reduced state funding, in relation to some districts, from its low average daily attendance, lack of teacher qualifications, high personnel-pupil ratios, and limited participation in special programs. These factors were no doubt interrelated, contributing to the general problems of absenteeism, dropouts, and achievement. Improvements in any of the factors could have beneficial effects on all the others.

Distribution of Expenditures

The allocation of revenues to the various district services has been considered as a general index to the efficiency of operation. Interviewed officials in several districts expressed the opinion that administrative costs should approximate three percent of total expenses. Some noted considerable actual variation, ranging from a low of 1.7 to a high of 6.2%. Small districts usually cost relatively more to administer than did large ones, but the survey showed one notable exception--a very large district with a high percentage going into the administrative category.

Edgewood's expenditures distribution (Figure 7.10) appeared similar to most of the districts surveyed. It spent about 65% on instruction and 3 to 4% on administration. The debt service was somewhat lower than some interviewed districts, particularly those with high student growth rates. Transportation was considerably higher in the rural districts than in Edgewood.

No outright discrepancies in expenditures distribution were ascertained. Edgewood, as with other districts with low local input, was restricted by law in the allocation of most funds and, therefore, had little opportunity to shift monies from one category to another. Only districts which taxed themselves heavily, Alamo Heights as an example, could substantially change the proportions--that district spent 74% on instruction, deliberately reducing the teacher-pupil load in the primary grades and paying its teachers several hundred dollars above the state minimum scale. These added costs were borne by the local taxpayers. The district had the highest achievement scores of the county and the highest participation in special programs; the people felt those results were worth the increased price.

Funds and Programs

Direct relationships between program success and expenditures have always been difficult to demonstrate. Ad hoc descriptions, quite naturally, are even more hampered in this respect. Few comparative statistics were available and these rarely coincided exactly in items or time periods, making analysis tenuous at best. Nevertheless, certain disparaties were clear from the research:

- EISD had a very low tax assessment base, drastically reducing its possibilities of innovative education.

- The distribution of Edgewood's expenditures appeared to be at about the norm for the county; special supplements to innovative education were in reduced proportion to some other districts.

This report does not intend to imply that EISD's weak financial position was the sole cause of its problems. It does point out, however, that the district had severe funding problems and that finance is one element that needs considerable attention by the board and research by the evaluation component.

CHAPTER EIGHT: RESEARCH IMPLICATIONS

Based on the research conducted in compiling the historical description of the Edgewood district, four generic areas were identified for further investigation:

- Educational Change
- Socio-Economic Factors
- Parental Involvement
- Fiscal Patterns

These areas could provide an initial framework for the subsequent conceptualization of the Level II evaluation and documentation effort. They appeared to have had, and should continue to have, a direct bearing on education.

Educational Change

A dominant theme, both in the history of the school district and in the experimental schools concept, was that of producing positive change in the educational system. Students and parents have been instrumental in bringing about changes in the district's administration and educational priorities. Also, the National Institute of Education had placed a high priority on the testing of comprehensive change strategies as a means of improving the quality of education in the nation's schools. Thus it is imperative that the evaluation of the Edgewood Experimental Schools Program include the examination of the change process and its effects on the students. The educational change process should be studied from various perspectives.

The management-organizational perspective would examine educational change in terms of the characteristics of the processes used to plan comprehensive strategies. This perspective would study change by tracing the evolution of ideas and concepts to actual practice in the experimental schools.

The socio-psychological perspective would view the experimental school sites as social sub-systems in which there are formal structures, values, attitudes, and norms which regulate the behavior of school principals, teachers, and students. This perspective would examine factors which are conducive to the implementation of change and also attempt to identify important sources of resistance to changes advocated. The question of the relevance of the curricula and teaching methods would also be addressed under this perspective. The various cognitive, motivational, linguistic, and affective characteristics of the

student population in the ESP schools would need research. The congruence/divergence of the ESP strategies with the characteristics of the student population should be studied.

Finally, the question of the relative effectiveness of ESP changes would be addressed, using a quasi-experimental design. This would entail the use of standardized measures of student cognitive, affective, and behavioral variables as indices of program effectiveness. A group of control students, both in ESP and non-ESP schools, would provide the reference points for determining the effects of ESP treatments on the students in the experimental school sites. Generally identical measures would be obtained on both the ESP students and control group students over the life of the program.

Given that there are currently serious questions about the validity of some standardized achievement tests with respect to Mexican American students, careful attention will be given to the selection of tests. Local validations and norms may be necessary in order to provide a baseline for measuring student progress over time.

Socio-Economic Factors

Research conducted by the previously cited Coleman report suggested that socio-economic factors had a strong relation to academic achievement as measured by standardized tests. Given that a high percentage of students enrolled in the ESP schools are from low-income families, it would be reasonable to investigate the influence of socio-economic factors on pupil academic achievement. This type of research could strengthen the investigation of the educational change process and provide some insight into the relationships of factors outside of the school setting on pupil learning.

Students in the ESP schools could be stratified according to indicators of socio-economic level. Such a stratification would allow for the comparison of students performance on measures of academic achievement.

Parental Involvement

A third area selected for future investigation concerned the documentation of parental involvement. Data collected to date pointed to the increasing involvement of parents and the community at large in the educational setting. Parental pressure may be an important determinant in decisions to adopt particular change strategies. Additionally, as stated in the ESP Final Plan, one program strategy would involve the utilization of parent volunteers within the classroom. It thus becomes important to document parental involvement as an explanatory variable in assessing the impact of the program.

Fiscal Patterns

A serious problem of EISD had been insufficient funds for buildings, maintenance, and operation. The district had relied primarily on state funds, allocated to local districts mostly on the basis of average daily attendance. The financial problems of the school district presumably have had a bearing on the education of the children since innovative programs cost more than the traditional.

The Experimental Schools Program was aimed at improving the quality of education. This innovation could not function independently from factors affecting the total school district. Theoretically, improvement in the financial situation of the district could have positive influences on the progress of the Experimental Schools Program. The revenue patterns of the district thus represent an important contextual variable that would need research.

This fourth area of investigation would require an analysis of the school district's revenues and expenditures during the life of the Experimental Schools Program. This analysis would include the identification of fiscal issues or problems which might bear on the Edgewood Experimental Schools Program.

Research Areas

The historical baseline study pointed out a host of Edgewood problems, only some of which could be managed within the context of the proposed evaluation funding levels. Of those that did appear to be feasible, four areas were deemed most important: educational change, socio-economic factors, parental involvement, and fiscal patterns. Precise research delimitations will necessarily have to be made within each of these. The accumulated evidence, however, strongly supports these as significant areas for investigation.

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